Attachment A

Tasman/Fair Oaks Area Pedestrian and Bicycle Circulation Plan

DRAFT 6/30/04

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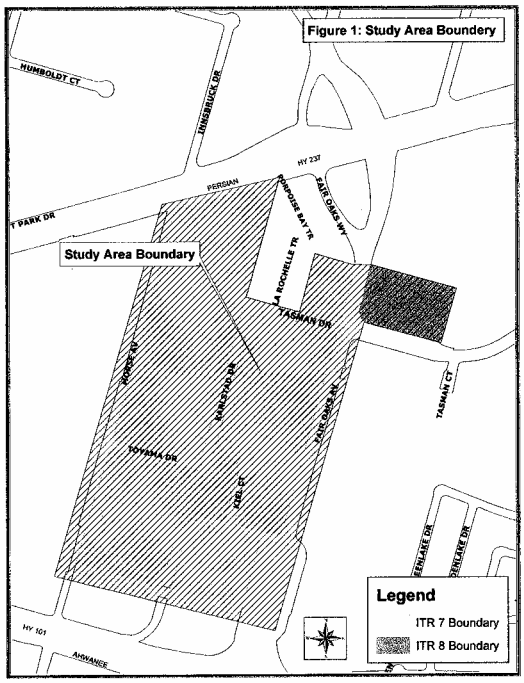
I. Introduction

The Tasman/Fair Oaks Area Pedestrian and Bicycle Circulation Plan pertains to Futures Areas 7 and 8, which are bound by SR 237 and US 101 to the north and south, and Morse Avenue and the East Channel/Fair Oaks Avenue to the west and east. Futures Areas 7 and 8 are two of several sites in Sunnyvale that have been zoned to transition from industrial to residential uses. See Figure 1 for Futures Areas (ITR) 7 and 8 boundaries, as well as the boundary used for the Tasman/Fair Oaks Area Pedestrian and Bicycle Circulation Plan.



In July 2002 a General Plan Amendment was executed by the City Council designating the parcels north of Tasman Drive to allow up to 36 dwelling units per acre (du/a), an increase of 12 du/a from prior zoning. At that time, Council also directed staff to develop a plan to improve pedestrian access throughout the site and encourage increased transit use. The City of Sunnyvale recognizes that Futures Areas 7 and 8 are particularly unique sites because of their close proximity to the Fair Oaks Light Rail Station. For this reason, the City would like to encourage growth within this area to develop in a way that promotes the use of public transit and encourages pedestrian activity.

The goals of the Tasman/Fair Oaks Area Pedestrian and Bicycle Circulation Plan are to:

1. Enhance quality of life for residents within Futures Areas 7 and 8 through improved pedestrian access to parks and open space, schools, retail amenities, and public transportation.
2. Encourage increased pedestrian, bicycle, and transit use through streetscape improvements, land use planning, and architectural design.

The guidelines are presented in two main sections. Section II, Pedestrian Circulation Improvements, discusses circulation improvements through the study area, as well as improvements to access destinations within and outside of the study area. Many of these improvements pertain to the public right of way. However, access through and between private property is also discussed. Section III, Transit Oriented Design Guidelines, discusses design guidelines and streetscape standards that apply to the study area. These guidelines and standards relate directly to the creation of an improved pedestrian experience.

The Plan does not contain any new City policy. All proposed improvements and guidelines are pursuant to existing policies, which are discussed in Section IV. There are also a number of grant funding opportunities that could be used to implement some improvements discussed in the Plan. These programs are described in Section V. A strategy for implementation of the Plan goals is described in the last section.

II. Pedestrian Circulation Improvements

The existing land use of much of the study area is industrial. At the time the area was developed the City did not foresee a demand for pedestrian access and therefore very little consideration was given to the development of pedestrian amenities. However, with the area now designated for residential development, and with the construction of the VTA Tasman Light Rail, the transportation characteristics of the neighborhood have changed, and pedestrian needs have become apparent. Figure 2 displays the existing land use and zoning of the site.

Bicycle access to transit and other services is also an important aspect of the transportation characteristics of the Plan area. Although many of the improvements discussed in this section pertain to pedestrian circulation, bicycle amenities and facilities will continue to be provided through the City's development review and approval process. Through this process, the City ensures that residential and commercial development complies with the VTA Bicycle Technical Guidelines. In addition, City practice is to provide bicycle detection at traffic signals, sweeping of bikeways, bikeway-related signs, and other bike facilities.

The goal of many of the circulation improvements described in this section pertain directly to improved access to the Fair Oaks Light Rail Station. However, secondary circulation goals include access to schools, parks and open space, as well as access to future retail/commercial sites. Circulation improvements extend outside of the study area in order to ensure connectivity throughout the region.

Figure 3 identifies key pedestrian destinations within the study area, as well as important pedestrian routes. Pedestrian destinations within the site include the Fair Oaks Light Rail Station, two potential future commercial sites, three access points to the John W. Christian Greenbelt, and access to a future City park. Students living within the study area will be attending Lakewood Elementary School and Columbia Middle School, which will be key pedestrian destinations located outside of the study area. The pedestrian routes to these school sites are displayed in Figure 4. Figures 3 and 4 also show access improvements to the pedestrian destinations. These access improvements shall incorporate the techniques described below in this section.

The following improvements shall be considered as properties within the study area develop or when funding becomes available to assure that the goals of increased pedestrian activity and public transportation use are adequately met. City staff shall seek funding for these improvements through the various funding opportunities described in Section V (Grant Funding/Incentive Opportunities).

Public Street Improvements:

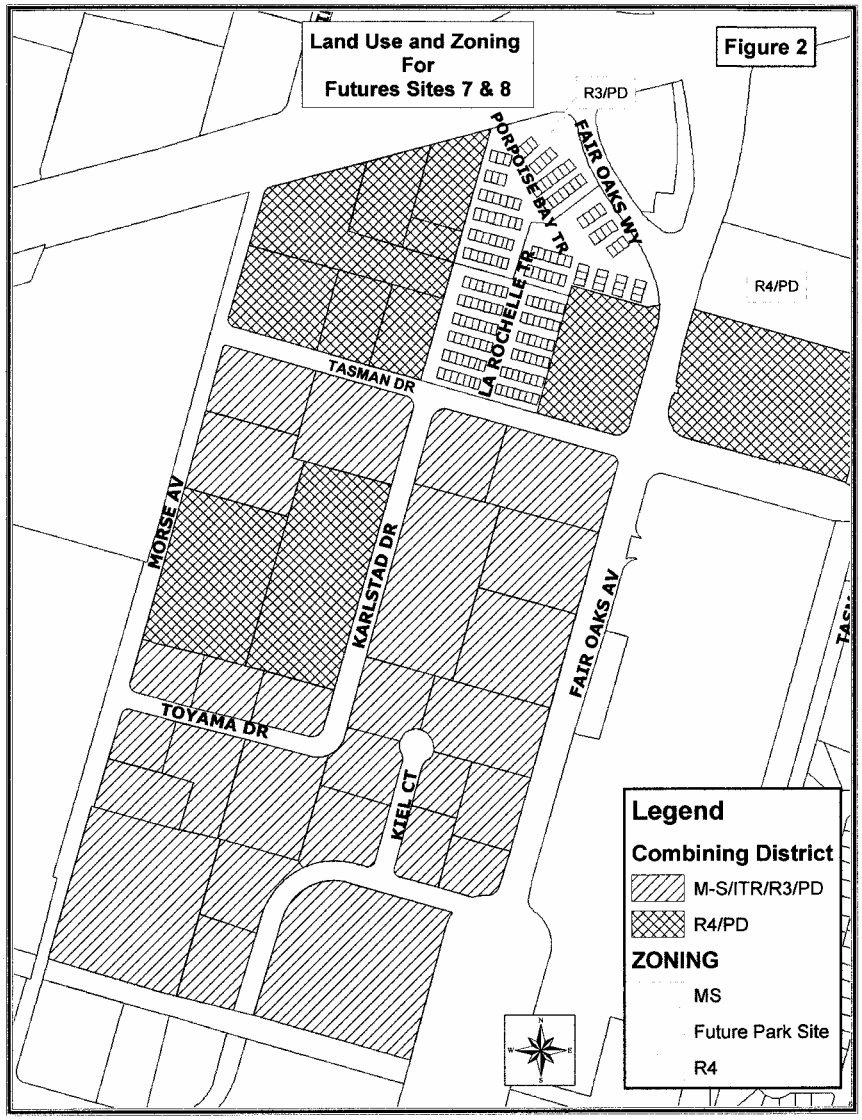
1. Improve the streetscape.
   - New sidewalks
   - Increased sidewalk widths
   - Increased buffers between pedestrians and vehicles

- Enhanced pedestrian-scaled street lighting
- Improved visibility at driveways
- Closure of sidewalk gaps

2. Increase pedestrian and bicycle access along the East Channel.
3. Improve pedestrian safety and comfort through enhanced intersection treatments. Improve crossings of wide and busy streets through:
   - Curb extensions that are visible to bicyclists
   - Refuge islands
   - School crossing flashers, as warranted
   - School crossing guards, as warranted
   - Enhanced crosswalks
     - ✓ Raised/textured crosswalks
     - ✓ Zebra striped crosswalks
     - ✓ High visibility approach signs
     - ✓ Lighted crosswalks
   - Expanded vision triangles at certain intersections
   - Narrow corner radii at intersections with right-turning vehicles
4. Create a sense-of-place for the station area.
   - Transit information and pathfinder cues that inform people how to find transit facilities
   - Create a sense of entrance to the transit station
5. Implement traffic calming and street design practices to moderate traffic speeds if necessary

Private Development Improvements:

1. Provide pedestrian connections to the street grid at Karlstad/Weddell, Fair Oaks/Toyama, and Weddell/Morse where they do not currently exist.
2. Private streets and driveways within developments shall be designed for pedestrian use with sidewalks on at least one side.
3. Use quality exterior paving materials to highlight key pedestrian crossings within the site or to delineate boundaries between public and private development.
4. Retail uses shall provide bicycle and pedestrian facilities, including bicycle racks and pedestrian access from the street.
5. Pursue the opening of additional pedestrian portholes to Mobile Home Park sites.


Land Use and Zoning
For
Futures Sites 7 & 8
Figure 2
R3/PD
R4/PD
PORPOISE BAY TR
FAIR OAKS WY
LA ROCHELLE TR
TASMAN DR
HORSE AV
KARLSTAD DR
FAIR OAKS AV
TOYAMA DR
KIEL CT
Legend
Combining District
M-S/ITR/R3/PD
R4/PD
ZONING
MS
Future Park Site
R4

III. Transit Oriented Design Guidelines

Most of the Plan study area lies within 1/4 mile of the Fair Oaks Station - VTA Tasman Light Rail Line. To encourage transit use and reduce vehicle dependence, the streetscape shall be pedestrian oriented. Pedestrian oriented places encourage walking and enliven public spaces, facilitating the ability to walk to local services and transit within the study area. Transit stops are public spaces too; safe, direct, and visually interesting connections to and from stops encourage more transit use and reduce the need for driving.

Designing for pedestrians means designing buildings that people can easily and comfortably access on foot. Such design features include orienting buildings and entrances to the street from where pedestrians are likely to come, minimizing setbacks to create engaging landscapes and placing uninteresting parking lots at the rear of buildings. Other pedestrian oriented design elements include safe and direct walking routes, wide sidewalks, and amenities such as street trees, lighting and benches.

These guidelines promote a multi-modal approach to the design of streets that balances the emphasis on vehicles with goals for promoting travel by foot, bike, and transit, as well as goals relating to quality of life.

Sidewalk and Streetscape

The sidewalks and streetscape throughout the Plan area shall be consistent with the guidelines below.

1. Sidewalks shall be 5-7 feet in width along minor streets (speed limit below 35 mph). Sidewalks shall be 7-10 feet in width along major streets (speed limit 35 mph and higher). In some cases, variations of this standard may be permitted in order to preserve existing street trees. (Variation on detail 9C)
2. Curb ramps shall be installed at all intersections, one ramp perpendicular to each crossing direction. Curb ramps in the center of the curb radius will not be permitted. (detail 13C-1)
3. Street trees shall be placed towards the face of curb to act as a buffer between pedestrians and motor vehicles. The trees shall be placed 35 to 40 feet apart. (detail variation on detail DT 1)
4. Pedestrian scale street lighting shall be placed towards the face of curb. The lights shall be placed 80 feet apart. (detail DT 1 and DT 11)
5. Temporary sidewalk gap closures shall be installed where no new or redevelopment occurs. Temporary sidewalk gap closures may utilize asphalt paving material.
6. Bikeways shall be maintained on all arterial and collector streets.
7. Bike racks shall be placed where appropriate, specifically in the vicinity of transit station and retail/commercial sites. (DT 16)

Intersections

Intersection treatments listed in this section shall be considered in order to enhance pedestrian crossings within the study area. Other treatments that meet the intent of this document, but are not listed, may also be considered.

1. Enhanced crosswalk striping shall be used at all signalized intersections. Crosswalk striping at un-signalized intersections will be installed as appropriate.
2. High visibility signs at un-signalized crosswalks shall be used.
3. Intersection crossings shall be made as pedestrian friendly as possible; this can include the addition of pedestrian refuge median islands and curb bulb-outs to make crossing distances more manageable. Curb bulb-outs shall be made visible to bicyclists.
4. At intersections without bike lanes or shoulders, consider increasing the corner vision triangle in order to improve visibility for pedestrian crossings.
5. Narrow the corner radius at intersections where vehicles may make right turns during the red light period (when pedestrians may be crossing within the vehicle's path of travel).

Site Layout

1. Private streets and driveways within developments shall be designed for pedestrian use with sidewalks on at least one side.
2. Design and locate a project's internal pedestrian circulation pattern for maximum ease of use by pedestrians; this may be achieved by providing walkways along pedestrian desire lines.
3. Discourage the creation of isolated/walled complexes.
4. Do not dominate street frontage of projects with surface parking to encourage pedestrian orientation. Below grade parking facilities are encouraged.
5. Use quality exterior paving materials such as architecturally enhanced concrete and natural materials to highlight key pedestrian crossings or to delineate boundaries between public and private development.
6. Create hierarchies of public, semi-private and private realms within the street frontage of residential units.
7. Link on-site walkways to the public sidewalk system outside the project for ease of pedestrian access.
8. Provide pedestrian links between residential developments and nearby employment and shopping centers, schools and parks to encourage pedestrian activities.
9. Ensure adequate visibility for pedestrians and motorists at driveway entrances.

Building Design

1. Place building frontages parallel to the street, recognizing street corners with corner tower elements and recessed or chamfered entry elements.
2. Try to maintain a well-defined street edge.
3. Locate retail entrances, displays, and special design features at building corners. Locate less active uses, such as lobby entrances to upper level spaces, at mid-block.

4. Provide direct entrances to street-level residential units to support an intimate streetscape.
5. Emphasize the street level with the highest quality materials and detailing.
6. Provide pedestrian and transit support facilities such as bike lockers, bike racks, shelters and benches for all new projects.
7. Provide signs and human scale architectural details at the street level.
8. Establish a range of activities and services that both serve the community and the transit rider; this may include ground floor retail or commercial services.
9. Building facades in non-residential projects shall be lively and include windows and main entries that face public streets for a pedestrian friendly environment.
10. Integrate an "access hierarchy" into residential designs by incorporating public, semi-public, semi-private and private areas into street frontage designs.

IV. Relation to Existing Policy

Land Use and Transportation Element

This document is directly related to a number of existing City policies contained in the Land Use and Transportation Element of the General Plan. These policies pertain directly to land use development and transportation in the vicinity of transit stations, and are listed below.

R1.3 *Promote integrated and coordinated local land use and transportation planning.*

R1.7.1 *Locate higher intensity land uses and developments so that they have easy access to transit services.*

R1.9 *Support flexible and appropriate alternative transportation modes and transportation system management measures that reduce reliance on the automobile and serve changing regional and City-wide land use and transportation needs.*

R1.10 *Support land use planning that complements the regional transportation system.*

R1.10.2 *Support alternative transportation services, such as light rail, buses, and commuter rail, through appropriate land use planning.*

R1.10.3 *Encourage mixed uses near transit centers.*

C1.1.1 *Prepare and update land use and transportation policies, design guidelines, regulations and engineering specifications to reflect community and neighborhood values.*

C2.4.1 *Locate higher density housing with easy access to transportation corridors, rail transit stations, bus transit corridor stops, commercial services, and jobs.*

C3.1.5 *Promote the reduction of single occupant vehicle (SOV) trips, and encourage an increase in the share of trips taken by all other forms of travel.*

C3.2 *Integrate the use of land and the transportation system.*

C3.2.3 *Encourage mixed use developments that provide pedestrian scale and transit oriented services and amenities.*

C3.2.5 *Study potential transit station mixed use development.*

C3.5.1 *Promote alternate modes of travel to the automobile.*

C3.5.2 Require sidewalk installation in subdivisions of land and in new, reconstructed or expanded development.

C3.5.4 Maximize the provision of bicycle and pedestrian facilities.

C3.5.7 Ensure safe and efficient pedestrian and bicycle connections to neighborhood transit stops.

C3.6.1 Develop clear, safe, and convenient linkages between all modes of travel; including, access to transit stations and stops, and connections between work, home, and commercial sites.

C3.7 Pursue local, state and federal transportation funding sources to finance City transportation capital improvement projects consistent with City priorities.

N1.3.2 Study the adequacy/deficiency of bicycle and pedestrian access and circulation within neighborhoods.

N1.3.3 Design streets, pedestrian paths, and bicycle paths to link neighborhoods with services.

N1.4.5 Require amenities with new development that serve the needs of residents.

VTA Community Design and Transportation Program

On September 30, 2003 Sunnyvale City Council officially endorsed the Santa Clara Valley Transportation Authority (VTA) Community Design and Transportation (CDT) Program. This is the VTA's primary program for integrating transportation and land use. The program is intended to build a stronger and more dynamic working relationship between VTA and its Member Agencies. The program provides a framework to pursue mutually beneficial projects, to enhance transportation and land use integration efforts already underway, and to create new opportunities for cities to plan and fund capital projects that enhance community livability, vitality and sustainability. The Tasman/Fair Oaks Area Pedestrian and Bicycle Circulation Plan is consistent with the intent of the City's endorsement and directly implements a number of facets of the VTA CDT Program.

The endorsement conveys the City's concurrence with the following CDT principals:

1. Target growth in cores, corridors and station areas.
2. Intensify land uses - high density suitable to the community should be located near transit.
3. Provide a mix of land uses - retail with jobs, housing and neighborhood commercial.
4. Design for pedestrians - comfortable, easy access to buildings, transit, wide sidewalks and pedestrian amenities.
5. Design in context - create unique place identities via materials, design details, architectural styles, walks, streets and spaces.
6. Focus on existing areas - infill versus outlying development, maintenance of existing communities.

7. Create a multi-modal transportation system - balance walking, biking, and transit with vehicle movement.
8. Establish streets as places - de-emphasize arterial network, provide wide sidewalks and landscaping.
9. Integrate transit - locate transit stations within community cores, integrate transit stops and features into site designs.
10. Manage parking - do not let parking dominate mode choice decisions, provide TDM programs to heighten attractiveness of other modes.

The City of Sunnyvale was firmly invested in these principles well before the program's inception. The CDT principles are integrated into the full spectrum of the City's land use and transportation activities, and in this regard, the two are mutually supportive.

City-Wide Design Guidelines

The City-Wide Design Guidelines were adopted by the City Council in June 1992 in order to implement the Community Design Sub-Element goals and policies and provide detailed direction on site and building design issues. They mainly address development projects on private properties and are intended to: enhance the overall image of the City, protect and preserve the existing character of the community, communicate the image the community desires, and achieve a higher design quality.

All site layout and building design guidelines provided in this Plan are consistent with existing City-Wide Design Guidelines.

V. Grant Funding/Incentive Opportunities

There are various funding opportunities that can help the City achieve the goals that are outlined in this Plan. The following section describes a number of these opportunities that currently exist in the Bay Area. Program criteria and funding levels are subject to change and are usually revised with each funding cycle. The descriptions below attempt to describe general goals and criteria of a number of possible sources of funding.

Metropolitan Transportation Commission
Transportation for Livable Communities

In 1998, the Metropolitan Transportation Commission (MTC) launched the Transportation for Livable Communities (TLC) program. The program's intent is to improve town centers, public transit hubs, key streets and the like as a way of fostering community vitality and recapturing some of that small-town atmosphere that has been lost in many Bay Area cities. The program provides planning grants, technical assistance and capital grants to help cities and nonprofit agencies develop transportation-related projects fitting the TLC profile.

Small-scale transportation investments can sometimes make a big difference in a community's vitality and identity. Streetscape improvements, transit-, pedestrian-, and bicycle-oriented developments, and related strategies can bring a new vibrancy to downtown areas, commercial cores and neighborhoods, enhancing their amenities and ambience and making them places where people want to live and visit. This program encourages development efforts which add housing and economic vitality to older business and community centers throughout the region. Projects that provide pedestrian, bicycle and transit links to these centers are a part of this program.

MTC offers three kinds of financial assistance through the TLC program. Projects in the early or conceptual stage of their development are eligible for TLC **planning grants**, which are awarded to help sponsors refine and elaborate promising project ideas. Projects with completed plans are eligible for **capital grants**, which directly support construction and help turn plans into reality. The **Housing Incentive Program** offers incentives to cities and counties to increase the housing supply in areas where transportation infrastructure already exists.

Planning Grants fund a process that brings community stakeholders, designers and transportation planners together to engage in "bottom-up" community planning. Outcomes of this inclusive planning process include transportation-land use concept plans, design guidelines for walkable and transit-friendly "Main Streets," concept designs for capital projects, and implementation plans. Up to $75,000 per project is available.

Capital Grants fund the design and construction of transportation improvements such as streetscapes, transit villages, bicycle facilities, and pedestrian plazas. Funding for TLC capital projects come from federal transportation dollars through the federal Transportation Equity Act for the 21st Century and its future successor. Capital grants range in size from $150,000

to $2 million per project. Projects must meet project readiness criteria, capital screening criteria, and capital evaluation criteria.

Housing Incentive Program awards TLC capital grants to cities/counties that build high-density housing within one-third mile of a major transit station or transit corridor with peak period service intervals of 15 minutes or less. These projects must be built to a density of at least 25 units per acre, with larger grants awarded to higher-density developments. Additional grants of $500 per bedroom will be awarded for designated affordable housing units. The HIP program was based on the San Mateo Transit Oriented Development Incentive Program (winner of the MTC Grand Award in 2000).

This program seeks to maximize public investments in the transit infrastructure, encourage transit use, and address regional housing needs by accomplishing the following:

- Increase the housing supply in core areas of the region where transportation infrastructure already exists to serve transportation needs
- Support livable communities where walking, bicycling and riding transit are viable transportation choices
- Encourage transit ridership through the location of housing and mixed-use development at transit stops throughout the region
- Forge partnerships between transportation and land use decision-makers by offering incentives to encourage transit oriented housing

Bay Area Air Quality Management District
Transportation Fund for Clean Air

The Transportation Fund for Clean Air (TFCA) is a grant program funded by a $4 surcharge on motor vehicles registered in the Bay Area. This generates approximately $20 million per year in revenue. TFCA's goal is to implement the most cost-effective projects in the Bay Area that will decrease motor vehicle emissions, and therefore improve air quality. Projects must be consistent with the 1988 California Clean Air Act and the Bay Area Clean Air Plan.

The fund covers a wide range of project types, including purchase or lease of clean fuel buses; purchase of clean air vehicles; shuttle and feeder bus service to train stations; ridesharing programs to encourage carpool and transit use; bicycle facility improvements such as bike lanes, bicycle racks, and lockers; arterial management improvements to speed traffic flow on major arterials; smart growth; and transit information projects to enhance the availability of transit information. The Smart Growth/Traffic Calming project type is most relevant to the possible projects included in this Plan. However, the bicycle facility improvement project type could also be considered. It includes physical improvements that support development projects and/or calm traffic, resulting in the achievement of motor vehicle emission reductions. TFCA funds are subject to the following conditions: a) the development project and the physical improvements must be identified in an approved area-specific plan, redevelopment plan, general plan, bicycle plan, pedestrian plan, traffic-calming plan, or other similar plan; and b) the project must implement one or more transportation control measures (TCMs) in the applicable Bay Area Clean Air Plan or Bay Area 2001 Ozone Attainment Plan. Projects that implement TCM 19 (pedestrian improvements) or

TCM 20 (traffic calming) are encouraged. Projects that would implement other TCMs will also be considered for funding.

Valley Transportation Authority
Community Design & Transportation Program

In 2002, the Valley Transportation Authority (VTA) adopted the Community Design and Transportation (CDT) Program. This program is designed to provide information, tools, and planning, technical and design assistance to the cities, towns, and county of Santa Clara to proactively influence the planning and development process. The VTA subsequently developed the CDT Planning Grants Program to provide financial assistance to aid these agencies with planning efforts and policy development that implement the concepts, principles, practices and actions outlined in VTA's *CDT Manual of Best Practices for Integrating Transportation and Land Use.* The CDT Planning Grants are intended to help agencies incorporate transit- and pedestrian- friendly design into the planning and development process through assistance with the development, refinement, and implementation of plans, projects, and policies.

VTA offers two categories of financial assistance through the CDT Planning Grants Program. **Policy Planning Projects** revise existing or create new policies, codes, ordinances, or enforceable design standards to encourage changes in community form that result in multi-modal, pedestrian-friendly streets and transit-oriented, compact, mixed-use developments along major transportation corridors, core areas, or station areas. **Capital Planning Projects** incorporate pedestrian and multi-modal transportation design elements into a public street, corridor, commercial node or station area.

Eligible **Policy Planning Projects** include general plan and zoning code amendments and updates, strategic planning studies, targeted area plans, and pedestrian or streetscape master plans, among others. The project should have identifiable and likely synergistic effects, support other efforts by the agency to encourage transit use and walking, and demonstrate innovation in project purpose, approach, or community involvement techniques. Up to $150,000 per project is available for this project type.

CDT Planning Grants also fund **Capital Planning Projects** in order to produce plans with sufficient feasibility analysis, scoping, and design guidance to allow the agency to program for the project. Capital Planning Projects include pedestrian improvements, streetscape/corridor enhancements, and pedestrian-oriented streets, plazas, and pocket parks related to transit facilities or multi-modal streets, among others. These projects should relate to a physical setting where deficiencies exist, involve a collaborative planning process with community stakeholders, and result in a discrete and clear product. Up to $75,000 per project is available for this project type.

VI. Implementation

The goals in the Tasman/Fair Oaks Area Pedestrian and Bicycle Circulation Plan shall be implemented primarily through a combination of the private development approval process and grant funded public improvement projects.

Primarily, improvements will be funded and constructed by developers as part of the development approval process. When development applications are submitted for projects within the study area, City staff will review the proposal and assure that it is consistent with the access improvements and design guidelines described in this document. City staff will then recommend that Conditions of Approval, consistent with the Plan, be adopted by Planning Commission and/or City Council when the development permit is issued. Two examples of development driven improvements within the study area are already in the process of being implemented. As part of the approval process, developers were required to provide a number of pedestrian and transit oriented design features and amenities. The Tasman/Fair Oaks Area Pedestrian and Bicycle Circulation Plan will help to formalize and standardize those requirements.

The City of Sunnyvale will also compete in the grant funding programs listed in the Grant Funding Opportunities section of the Plan, and others as appropriate, in order to fund improvements in the public right of way. Grant application priority will be given to intersection and streetscape projects where no pedestrian access currently exists or where pedestrian safety issues are present.